

Message Text

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INFO OCT-01 ARA-06 ISO-00 SS-15 NSC-05 AID-05 IGA-02

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R 201315Z FEB 76

FM AMEMBASSY PORT AU PRINCE

TO SECSTATE WASHDC 1569

C O N F I D E N T I A L SECTION 1 OF 3 PORT AU PRINCE 0481

FOR ITFPF FROM AMBASSADOR

E.O. 11652: GDS

TAGS: SPOP HA

SUBJ: IMPLICATIONS OF WRLD-WIDE POPULATION GROWTH FOR US SECURITY

REF: 75 STATE 301427

1. SUMMARY. (CONFIDENTIAL) IN HAITI, WHERE THE PRESSURE OF POPULATION ON RESOURCES IS SELF-EVIDENT, THE PRINCIPLE OF POPULATION CONTROL HAS THE SUPPORT OF THE GOVERNMENT, BUT AN ACTIVE PROGRAM - CLOSELY LINKED TO MATERNAL AND CHILD HEALTH - HAS EXISTED FOR ONLY A FEW YEARS. THIS MESSAGE STRESSES THE PROGRESS AND PROSPECTS OF THIS PROGRAM, WHICH IS SUPPORTED BY FOUR INTERNATIONAL ORGANIZATIONS AS WELL AS USAID/HAITI. THE MOST SEVERE LIMITING FACTORS IN THE WAY OF EFFECTIVE, NATION-WIDE FERTILITY CONTROL ARE:

-- THE GOH'S GENERALLY WEAK ADMINISTRATIVE CAPACITY TO CONDUCT ANY PROGRAM WHICH WILL REACH ALL HAITIANS EFFECTIVELY;

-- POPULAR ATTITUDES ON FAMILY SIZE, INCLUDING PARENTS' FEAR THAT MANY OF THEIR CHILDREN WILL NOT SURVIVE UNLESS A RADICAL IMPROVEMENT OCCURS IN THE NATIONAL STATE OF HEALTH.

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USAID/H IS WORKING WITH THE GOH TO DEVELOP MORE

EFFICIENT METHODS OF DELIVERING FAMILY PLANNING SERVICES, MAKING GREATER USE OF LOWER-LEVEL PERSONNEL. WE SUGGEST THAT A WELL-PRESENTED STUDY OF HAITI'S DEVELOPMENT PROSPECTS UNDER DIFFERENT ASSUMPTIONS OF FUTURE POPULATION GROWTH MIGHT MAKE A STRONG IMPRESSION ON PRESIDENT DUVALIER AND STIMULATE MORE INTENSIVE ACTION BY THE GOH. WE ARE ALSO LOOKING INTO WAYS IN WHICH COORDINATION AND COOPERATION AMONG THE DONORS AND WITH THE GOH MIGHT BE IMPROVED. THE REST OF THIS MESSAGE RESPONDS TO SECTIONS A-G IN PARAGRAPH 4 OF REFTEL. END SUMMARY.

2. SECTION A. HAITI'S BASIC POPULATION POLICY (UNCLASSIFIED)

THE EMERGENCE OF A POPULATION POLICY AND OF A GOVERNMENTAL PROGRAM FOR POPULATION CONTROL DATES BACK ONLY A FEW YEARS IN HAITI. DURING THE 14-YEAR RULE OF DR. FRANCOIS DUVALIER, LITTLE OR NO EFFECTIVE ATTENTION WAS GIVEN TO THE COUNTRY'S SELF-EVIDENT PROBLEMS OF POPULATION PRESSURE ON LIMITED RESOURCES.

3. IN 1971, HOWEVER, SOON AFTER ASSUMING THE PRESIDENCY, JEAN-CLAUDE DUVALIER EXPRESSED TO HIS CABINET HIS CONCERN ABOUT HAITI'S POPULATION GROWTH AND HIS INTEREST IN A STRONG MATERNAL AND CHILD HEALTH/FAMILY PLANNING PROGRAM. AS A CONSEQUENCE, THE GOH'S DEPARTMENT OF PUBLIC HEALTH WAS CHANGED IN NAME TO MINISTRY OF PUBLIC HEALTH AND POPULATION (MPH/P)

DIVISION OF FAMILY HYGIENE WAS CREATED WITHIN THE MPH/P WITH RESPONSIBILITY FOR COORDINATION AND SUPERVISION OF ALL MATERNAL CHILD HEALTH/FAMILY PLANNING (MCH/FP) PROGRAMS. UNDER THIS IMPETUS, THE PRESENT MCH/FP PROGRAM HAS BEEN DEVELOPED. THOUGH AS YET UNABLE TO PROVIDE ANYTHING MORE THAN SPORADIC COVERAGE OUTSIDE URBAN CENTERS (AND OVER 80 PERCENT OF HAITI'S POPULATION IS RURAL, LIVING IN VARIOUS DEGREES OF ISOLATION), THE PROGRAM AIMS AT PROVIDING A BROAD SPECTRUM OF SERVICES INCLUDING FERTILITY REDUCTION.

4. AS YET, THE GOH'S POPULATION PROGRAM IS NOT DIRECTED AT ANY DEFINITE DEMOGRAPHIC GOALS, BUT THE GOH IS WORKING IN THAT DIRECTION. A PRESIDENTIAL DECREE OF OCTOBER 31, 1975, WHICH RESTRUCTURES THE MPH/P IN ACCORDANCE WITH A NEW
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ADMINISTRATIVE CONCEPT EMPHASIZING REGIONALIZATION, ALSO CREATES A SERVICE OF POPULATION. THIS NEW OFFICE HAS AS ITS MISSION QUOTE THE EXECUTION OF A DEMOGRAPHIC POLICY OF THE GOVERNMENT OF THE REPUBLIC, TAKING INTO ACCOUNT THE DEMOGRAPHIC CONTEXT RELATIVE TO MORTALITY, MORBIDITY, FECUNDITY, TECHNICAL FORMATION, MIGRATION, NUTRITION, AND BASED ON SOCIO-ECONOMIC EVALUATION. THE DIRECTOR OF THE SERVICE OF POPULATION WILL BE SPECIFICALLY CHARGED

WITH DEVELOPING A POPULATION POLICY WITH CLEARLY STATED
DEMOGRAPHIC GOALS. UNQUOTE.

5. THUS, IT MAY BE FAIRLY CONCLUDED THAT THE GOH, PARTICULARLY AT THE PRESIDENTIAL AND HIGHER LEVELS, HAS DEVELOPED A POSITIVE ATTITUDE TOWARD POPULATION CONTROL AND AN INCREASINGLY ACTIVE GOVERNMENTAL PROGRAM. WHILE THE PROGRAM CANNOT BE SAID TO RECEIVE TOP-PRIORITY CLAIM ON GOH RESOURCES ON A LEVEL WITH SOME OTHER NATIONAL GOALS (SUCH AS CREATION OF A MODERN INFRASTRUCTURE AND AGRICULTURAL/INDUSTRIAL DEVELOPMENT), THERE ARE NO SIGNIFICANT POLITICAL OR HIGHER-LEVEL BUREAUCRATIC OBSTRUCTIONS TO THE FURTHER DEVELOPMENT OF THE FAMILY PLANNING PROGRAM. THE CATHOLIC CHURCH, WHICH IS THE OFFICIALLY ESTABLISHED RELIGION IN HAITI, HAS NOT OPPOSED MODERN BIRTH CONTROL TECHNIQUES WITH THE INTENSITY IT HAS SHOWN IN SOME OTHER COUNTRIES. IT HAS SUPPORTED FAMILY PLANNING USING CHURCH-APPROVED CONTRACEPTIVE METHODS, AND THERE IS LITTLE EVIDENCE OF ITS IMPOSING A SENSE OF MORAL CRISIS ON HAITIANS WHO PRACTICE OTHER FORMS OF CONTRACEPTION.

6. YET THERE ARE FORMIDABLE OBSTACLES IN HAITI IN THE WAY OF IMPLEMENTING A REALLY EFFECTIVE POPULATION PROGRAM. THERE ARE TWO MAIN SETS OF PROBLEMS: NATIONAL ADMINISTRATIVE CAPACITIES, AND BASIC POPULAR ATTITUDES ON FAMILY SIZE.

7. IN THE FIRST OF THESE PROBLEM AREAS, THE GOH HAS ALWAYS HAD GREAT DIFFICULTY IN MOBILIZING FINANCIAL AND HUMAN RESOURCES TO CARRY OUT ANY NATION-WIDE PROGRAM INTENDED TO AFFECT THE ENTIRE POPULATION. THE ADMINISTRATIVE EFFICIENCY OF ALL GOVERNMENTAL SERVICES IN HAITI IS BY COMMON ADMISION VERY LOW, PARTICULARLY IN THE RURAL

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AREAS. EVEN WITH THE BEST WILL IN THE WORLD TO MAKE MCH/FP DEVELOP EFFICIENCY AT A FAR MORE RAPID PACE THAN OTHER PROGRAMS, THERE WILL BE A HEAVY BURDEN OF TRADITIONAL ADMINISTRATIVE CONSTRAINTS. AMONG OTHER THINGS, THE GOH HAS A LOW PUBLIC-INFORMATION CAPABILITY, AND WILL HAVE TO SET NEW PRECEDENTS AND DEVELOP NEW TECHNIQUES IF IT IS TO SUCCEED IN INFORMING THE ILLITERATE AND INACCESSIBLE RURAL POPULACE EFFECTIVELY ABOUT THE POSSIBILITIES AND ADVANTAGES OF MODERN METHODS OF CONTRACEPTION, AND IN

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R 201315Z FEB 76

FM AMEMBASSY PORT AU PRINCE

TO SECSTATE WASHDC 1570

C O N F I D E N T I A L SECTION 2 OF 3 PORT AU PRINCE 0481

CONVINCING THE PEOPLE AT LARGE OF HOW FAMILY PLANNING COULD
IMPROVE THEIR LIVES.

8. THE SECOND SET OF PROBLEMS (ATTITUDES ON FAMILY SIZE)
WILL BE THE MOST IMPORTANT IN TERMS OF THE LONG-RANGE
SUCCESS OF THE FAMILY PLANNING PROGRAM. THERE ARE
BOTH POSITIVE AND NEGATIVE/UNKNOWN FACTORS. ON THE POSITIVE
SIDE, THERE IS EVIDENCE THAT THE HAITIAN PEOPLE DO NOT WANT
TO HAVE "MAXIMUM-SIZE FAMILIES". EVEN BEFORE THE
ADVENT OF THE CURRENT FAMILY PLANNING PROGRAM, AND DESPITE
AN EXTREMELY HIGH INFANT DEATH RATE, THE HAITIAN BIRTH RATE
WAS APPROXIMATELY 36 PER 1,000 RATHER THAN THE HIGHER
AVERAGE IN MOST LDC'S F 45 PER 1,000. (WITH AN ESTIMATED
CRUDE BIRTH RATE OF 36 PER 1,000 AND AN ESTIMATED CRUDE DEATH
RATE OF 16 PER 1,000, THE CURRENT CRUDE NATURAL RATE OF INCREASE
IS PROBABLY ABOUT 20 PER 1,000, I.E. 2 PERCENT).

9. ON THE OTHER HAND, THERE ARE SEVERAL NEGATIVE/UNKNOWN
FACTORS. FOR EXAMPLE, WHILE IT IS EASY TO PROVE THAT A SMALL-FAMILY
PATTERN IS IN THE INTERESTS OF THE NATION, IT IS NOT CLEAR THAT RURAL
FAMILIES PERCEIVE A SMALL FAMILY AS BEING ADVANTAGEOUS. RURAL
LIFE REQUIRES MUCH HAND LABOR -- LABOR WHICH CAN BE ACCOMPLISHED BY
YOUNG CHILDREN AND WHICH PARENTS MUST DO THEMSELVES IF THEY HAVE
FEW OR NO CHILDREN. THUS, MANY HOURS OF LABOR A DAY ARE REQUIRED
JUST TO FIND THE NECESSARY DRINKING WATER AND FIREWOOD
FOR DAILY LIVING. ANOTHER POSSIBLE PROBLEM IS THAT

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PARENTS MAY NOT REACT "LOGICALLY" TO ARGUMENTS FOR SMALL FAMILIES BUT MAY INSTEAD FEEL THAT THEIR ONLY CHANCE FOR A BETTER LIFE DEPENDS ON A GAMBLE: TO HAVE ENOUGH CHILDREN SO THAT ONE OF THEM WILL BE SUCCESSFUL AND BRING WEALTH TO THE FAMILY. AT THE CURRENT RATE OF INFANT MORTALITY -- ESTIMATED AT 150 TO 200 PER 1,000 LIVE BIRTHS -- LOW-INCOME PARENTS FEEL THEY MUST GIVE BIRTH TO SEVERAL CHILDREN IF THEY ARE TO BE ASSURED THAT A FEW WILL SURVIVE AND REACH ADULthood. ONLY AN UNPRECEDENTED CONFIDENCE IN THE LIKELIHOOD AND PACE OF INCREASING INCOME AND WELFARE IS LIKELY TO CHANGE THIS CRUCIAL ATTITUDE AND TO RENDER POPULATION CONTROL REALLY EFFECTIVE IN HAITI. FURTHERMORE, THERE EXISTS IN HAITI A SIGNIFICANT SENSE OF NEED TO PERPETUATE THE FAMILY FOR REASONS ROOTED IN THE POPULAR RELIGION: CHILDREN ARE NEEDED TO PAY RESPECT TO THE FAMILY SPIRITS. THESE QUESTIONS OF NATIONAL ATTITUDES AT THE POPULAR LEVEL WILL NEED TO BE EXAMINED CAREFULLY AS HAITI'S FAMILY PLANNING PROGRAM DEVELOPS.

10. SECTION B. COST - EFFECTIVENESS OF HAITI'S POPULATION PROGRAM (UNCLASSIFIED)

THE PRESENT PROGRAM OF FERTILITY CONTROL HAS BEEN DEVELOPED WITHIN THE BROADER CONCEPT OF MATERNAL AND CHILD HEALTH CARE AND REQUIRES (IN HAITIAN TERMS) LARGE INPUTS OF PROFESSIONAL AND PARAPROFESSIONAL MANPOWER, MEDICAL COMMODITIES, AND EXPENSIVE INFRASTRUCTURE. WHEN ONE CONSIDERS THE APPALLING INFANT MORTALITY RATE JUST MENTIONED ABOVE, IT IS UNDERSTANDABLE WHY A BROAD APPROACH WHICH PROVIDES CURATIVE AND PREVENTIVE HEALTH SERVICES AS WELL AS FAMILY PLANNING IS BEING UTILIZED. ON THE OTHER HAND, THE ECONOMICS OF SUCH AN APPROACH PRECLUDE SUFFICIENT COVERAGE TO HAVE A MAJOR DEMOGRAPHIC IMPACT IN REDUCING POPULATION GROWTH.

11. THIS RAISES THE SEEMINGLY INEVITABLE PROSPECT THAT, FOR SOME INTERIM PERIOD AT LEAST, A DECLINE OF MORBIDITY IN HAITI MUST OUTPACE A DECLINE IN FERTILITY, THUS INCREASING THE POPULATION GROWTH RATE. YET NEITHER THE GOV NOR THE FOREIGN ASSISTANCE COMMUNITY CAN BE EXPECTED TO EASE OFF ON IMPROVING PUBLIC HEALTH AND THE WELFARE OF HAITIAN CHILDREN IN FAVOR OF DEVOTING ALL AVAILABLE RESOURCES TO

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FERTILITY CONTROL. SUCH AN APPROACH WOULD BE PSYCHOLOGICALLY COUNTERPRODUCTIVE, WOULD IMPEDE THE NATION'S ESSENTIAL AGRICULTURAL/INDUSTRIAL DEVELOPMENT, AND WOULD VIOLATE OVERWHELMING HUMANITARIAN CONSIDERATIONS.

12. THUS, SOLUTIONS TO THIS DILEMMA MUST BE FOUND WHICH WILL MAXIMIZE ATTAINABLE FERTILITY CONTROL WITHOUT DIMINISHING

EMPHASIS ON IMPROVING HEALTH IN HAITI AND THEREBY REDUCING MORTALITY. IN PRACTICAL TERMS, SOLUTIONS MUST BE FOUND IN CHEAPER, LESS STRUCTURED OPERATIONS WHICH ARE ECONOMICALLY FEASIBLE AND WHICH USE LARGER NUMBERS AND PROPORTIONS OF PERSONNEL WHO ARE LOW-LEVEL IN TERMS OF TRAINING. IN ADDITION, ADJUVANT, NON-CLINICAL METHODS OF DISTRIBUTING CONTRACEPTIVES MUST BE DEVELOPED TO INSURE WIDE COVERAGE.

13. USAID/HAITI IS ACTIVELY WORKING WITH MPH/P TO DEVELOP SUCH ALTERNATIVES. A FAMILY PLANNING ELEMENT IS BEING INCORPORATED INTO AID'S NUTRITION IMPROVEMENT PROJECT; IT WILL UTILIZE A LOW-LEVEL AUXILIARY WORKER TO PROVIDE CONTRACEPTIVE SERVICES THROUGH MOTHER-CRAFT NUTRITION CENTERS. LSO, A PLAN FOR SELLING CONTRACEPTIVES THROUGH COMMERCIAL CHANNELS HAS BEEN DEVELOPED AND PROPOSED TO AID/W. WE HOPE IT WILL SOON BE APPROVED.

14. THUS, WE RECOMMEND CONTINUED SUPPORT TO THE PROGRAM CONDUCTED BY THE GOH, WHILE MUTUAL EFFORTS ARE MADE TO IMPROVE PROGRAM DESIGN IN TERMS OF GREATER PRODUCTIVITY, COVERAGE, AND ECONOMY WITH RESPECT TO FAMILY PLANNING. UNTIL WE CAN SEE OUR WAY CLEAR TO THE REAL OUTCOME IN HAITI OF THESE IMPROVEMENTS, WE HAVE NO PROPOSALS TO MAKE AT THIS TIME FOR ANY RADICAL DEPARTURES FROM USAID/H'S CURRENT BUDGET SUBMISSION. USAID/H HAS CAREFULLY CONSIDERED ALL THE FACTORS DISCUSSED ABOVE IN DRAWING UP ITS REQUEST FOR FUNDS, AND ITS PROPOSALS ARE DESIGNED TO PROMOTE AND INFLUENCE THE GROWTH AND EFFECTIVENESS OF HAITI'S POPULATION PROGRAM AS RAPIDLY AS WE CONSIDER THIS FEASIBLE, AND TAKING INTO ACCOUNT THE LEADING CONTRIBUTIONS OF OTHER ORGANIZATIONS (SEE SECTION G BELOW). USAID/H'S OWN INPUT IS CURRENTLY OPERATING AT A LEVEL OF \$300,000 FOR FY 76, AND IS PROPOSED TO INCREASE TO A LEVEL OF \$700,000 IN FY 77.

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TH HOST COUNTRY PLANS TO SPEND ABOUT \$4.9 MILLION ON THE PROGRAM BETWEEN NOW AND FY 79, AND DONORS OTHER THAN AID AN ADDITIONAL \$6 MILLION. THE CURRENT GOAL OF THE MCH/FP PROGRAM IS TO DELIVER SERVICES TO APPROXIMATELY ONE-THIRD OF THE HAITIAN POPULATION BY 1979. IF MORE AMBITIOUS GOALS SHOULD PROVE FEASIBLE IN THE HAITIAN CONTEXT THROUGH FURTHER PLANNING AND INNOVATIVE ADAPTION TO HAITI OF TECHNIQUES PROVEN ELSEWHERE, WE WILL NOT HESITATE TO PROPOSE APPROPRIATE SUPPORT.

15. SECTION C. IMPACT OF POPULATION GROWTH ON NATIONAL DEVELOPMENT (LIMITED OFFICIAL USE)

EVEN THE CURRENT POPULATION GROWTH (APPROXIMATELY 2 PERCENT A YEAR) REPRESENTS AN EXTREMELY SERIOUS IMPEDIMENT TO HAITI'S

NATIONAL DEVELOPMENT. FOR MANY YEARS AFTER INDEPENDENCE, THE FREEHOLD PATTERN OF SMALL FARMS OWNED BY THE CULTIVATOR PROVIDED A SATISFACTORY LIFE SINCE A FARMER WAS ASSURED THAT HIS CHILDREN COULD OPEN UP NEW LAND AND SUPPORT THEMSELVES. NOW, HOWEVER, ALL ARABLE LAND IS USED FOR CULTIVATION AND EACH SUCCEEDING GENERATION OF FAMILIES MUST TRY TO SUPPORT ITSELF ON LESS AND LESS LAND. HAITI MAY EVENTUALLY BREAK OUT OF THIS TRAP BY MOVING INTO A MODERN INDUSTRIAL ECONOMY, BUT THE NECESSARY BASES (INSTITUTIONAL, ENTREPRENEURIAL, EDUCATIONAL, ETC.) ARE TOO WEAK TO GIVE PROMISE THAT THIS WILL OCCUR RAPIDLY ENOUGH TO SUPPORT REAL NATION-WIDE GAINS UNDER RAPID POPULATION GROWTH. MAJOR INCREASES ARE ALSO NEEDED IN HAITI'S AGRICULTURAL PRODUCTIVITY, BUT THERE ARE SEVERE OBSTACLES TO RAPID CHANGE IN THIS SECTOR TOO. MEANWHILE, HAITI IS BECOMING INCREASINGLY DEPENDENT ON IMPORTS OF ESSENTIAL FOODS. FOR EXAMPLE, IMPORTS OF VEGETABLE OILS (WHICH COULD BE PRODUCED IN HAITI) INCREASED TENFOLD IN THE DECADE 1955-65. IMPORTS OF WHEAT (WHICH CANNOT) TRIPLED BETWEEN 1970 AND 1975.

16. THUS, WITHOUT GREATER IMPETUS TOWARD FERTILITY CONTROL THAN HAS OCCURRED BY SOCIAL DYNAMICS IN DEVELOPED COUNTRIES,

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C O N F I D E N T I A L SECTION 3 OF 3 PORT AU PRINCE 0481

HAITIANS FACE THE PROSPECTS OF GAINING LITTLE OR NO NEW INCOME FROM ALL THE DOMESTIC AND FOREIGN RESOURCES BEING INVESTED IN THE COUNTRY'S DEVELOPMENT EFFORTS SINCE 1971. EVENTUALLY, AVERAGE CONSUMPTION MIGHT EVEN BE REDUCED BELOW THE LAMENTABLE LEVELS WHICH

PREVAIL IN HAITI TODAY.

17. SECTION D. IMPLICATION OF POPULATION GROWTH ON SOCIO-ECONOMIC DEVELOPMENT (CONFIDENTIAL)

SIMILAR PROSPECTS MAY AWAIT HAITI'S STILL POORLY DEVELOPED SOCIAL SERVICES UNDER UNRESTRAINED POPULATION GROWTH. TO CITE JUST ONE FACTOR, A MAJOR MIGRATION OF HAITIAN RURAL WORKERS TO PORT AU PRINCE HAS OBVIOUSLY BEGUN. SO FAR, THE GOH AND THE PRIVATE SECTOR HAVE REGARDED IT AS BEYOND THEIR CAPABILITIES TO MEET THESE MIGRANTS' NEEDS FOR SOCIAL SERVICES AND LOW-INCOME HOUSING AT ANYTHING RESEMBLING AN ADEQUATE LEVEL. IN SOME PARTS OF DOWNTOWN PORT AU PRINCE, POPULATION DENSITY RESEMBLES CALCUTTA'S. YET THIS IS ONLY A MILD FORETASTE OF WHAT MAY HAPPEN BY THE TIME WHEN HAITI'S POPULATION DOUBLE TO 10 MILLION.

18. IN HIS PUBLIC ADDRESSES (E.G. HIS LAST ANNUAL SPEECH ON ANCESTOR'S DAY, JANUARY 2), PRESIDENT DUVALIER DOES STRESS THE DRAMA OF HAITI'S IMPENDING "POPULATION EXPLOSION", BUT ALL THE EMPHASIS IN HIS FOLLOW-UP REMARKS LIES IN HIS HOPES AND PLANS FOR MODERNIZATION AND BROADER SOCIAL SERVICES
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RATHER THAN IN HIS GROWING FAMILY PLANNING PROGRAM AND THE NATION'S INTENSE NEED TO TAKE RECOURSE TO IT.

19. THIS SUGGESTS THAT BOTH HE AND OTHER KEY HAITIAN OFFICIALS MIGHT BE DEEPLY IMPRESSED BY A WELL-PRESENTED STUDY SPECIFICALLY ON HAITI'S DEMOGRAPHIC OUTLOOK AND ON PROSPECTS FOR DEVELOPMENT AND KEY ECONOMIC MAGNITUDES IN HAITI UNDER DIFFERENT ASSUMED GROWTH RATES. IF SO, HE MIGHT IMPART AN INTENSIFIED SENSE OF URGENCY TO THE GOH'S PROGRAM, BEYOND WHAT WE HAVE SEEN TO DATE. I URGE THE DEPARTMENT AND INTERESTED PRIVATE AGENCIES TO CONSIDER WHETHER AND HOW SUCH A STUDY MIGHT BE PROVIDED. I DO NOT BELIEVE DUVALIER WOULD FIND IT OFFENSIVE TO RECEIVE THE IMPLIED STRONG ADVICE FROM A U.S. SOURCE. THOUGH IMBUED WITH ALL OF HIS NATION'S PRIDE AND SENSITIVITIES, HE IS ALSO ATTUNED TO THE IDEA OF ACQUIRING MODERN AND ADVANCED INSIGHTS FROM THE U.S.

20. SECTION E. ENVIRONMENTAL IMPACT OF POPULATION GROWTH (UNCLAS)

THE SAD STORY OF HAITI'S LOSS OF FOREST COVER UNDER THE POPULATION GROWTH WHICH HAS ALREADY OCCURRED IS TOO WELL KNOWN TO REQUIRE ELABORATION HERE. EVEN UNDER ZERO POPULATION GROWTH AND MAXIMUM SOCIO-ECONOMIC DEVELOPMENT, IT MAY NEVER PROVE POSSIBLE FULLY TO RESTORE HAITI'S ERODED HILLSIDES. THERE IS NO TELLING WHAT ADDITIONAL ECOLOGICAL DISASTERS MAY BE BROUGHT TO HAITI BY INDUSTRIALIZATION. OBVIOUSLY, ALL ENVIRONMENTAL PROBLEMS OF HAITI WILL INTENSIFY WITH OVER-POPULATION.

21. SECTION F. POSSIBLE POLITICAL AND STRATEGIC CONSEQUENCES
(CONFIDENTIAL).

ILLEGAL IMMIGRATION OF HAITIANS INTO THE U.S., IN SEARCH OF JOBS, IS ALREADY A SUBSTANTIAL PROBLEM. TO THE EXTENT THAT THE HAITIAN POPULATION INCREASES WITHOUT MUCH FASTER GROWTH OF JOB OPPORTUNITIES IN HAITI, THIS PROBLEM WILL BE COMPOUNDED.

22. THE PRESENT GENERAL DOCILITY OF THE HAITIAN PEOPLE CANNOT LAST INDEFINITELY AS POPULATION DENSITY INCREASES. WITH GREATER CONCENTRATION OF URBAN UNEMPLOYED, WE CAN EXPECT UNREST, GROWTH OF RADICAL MOVEMENTS, AND REVERSION TO MORE REPRESSIVE FORMS OF RULE. REFUGEES FROM DESPOTISM WILL MANAGE TO ENTER THE U.S. AND WILL CLAIM POLITICAL ASYLUM ON A FAR LARGER SCALE
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THAN WE HAVE ENCOUNTERED TO DATE.

23. GROWING HAITIAN PRESSURES TO EMIGRATE ILLEGALLY TO THE DOMINICAN REPUBLIC WOULD LEAD TO STERN DOMINICAN COUNTERMEASURES AND THE RESUMPTION OF OPEN HOSTILITY BETWEEN THE TWO NATIONS OF HISPAHOLA. U.S. INTERESTS IN PEACE AND STABILITY ON THIS NEARBY ISLAND WOULD SUFFER. IN THE LONGER RUN, GROWING HAITIAN DESPAIR COULD LEAD TO DANGEROUS FORMS OF NATIONALISM AND TO CONFLICTS OVER THE RELATIVELY UNPOPULATED FARMLAND IN DOMINICAN FRONTIER ZONES.

24. SECTION G. COOPERATION WITH INTERNATIONAL ORGANIZATIONS
(UNCLASSIFIED)

HAITI'S MCH/FP PROGRAM HAS HAD, SINCE ITS INCEPTION, THE SUPPORT OF INTERNATIONAL DONORS, BOTH PUBLIC AND PRIVATE. THE MAJOR DONOR IS THE UNFPA, WHOSE INPUT IS ADMINISTERED BY THE PAN-AMERICAN HEALTH ORGANIZATION (PAHO). PAHO EXPERTS PROVIDE THE TECHNICAL ASSISTANCE FOR HAITI'S MCH/FP PROGRAM. THE UNFPA FUNDING PROBABLY WILL APPROXIMATE \$5 MILLION OVER THE 5-YEAR PERIOD 1974-1979. AID PROVIDES FUNDS TO ESTABLISH AND INSTITUTIONALIZE A TRAINING CAPABILITY WITHIN THE DIVISION OF FAMILY HYGIENE, MPH/P. PRIVATE ORGANIZATIONS SUCH AS PATHFINDER, FPIA, AND THE INTERNATIONAL INSTITUTE FOR THE STUDY OF HUMAN REPRODUCTION HAVE ALL MADE SIGNIFICANT CONTRIBUTIONS.

25. WE BELIEVE THAT COOPERATION AND COORDINATION AMONG THE DONORS AND WITH THE GOH HAVE BEEN ADEQUATE SO FAR. FOR EXAMPLE, REPRESENTATIVES OF UNFPA, PAHO, AID, THE GOH, AND FPIA WILL MEET FEBRUARY 23-27 TO EVALUATE THE MCN/P PROGRAM. HOWEVER, AS THE DIMENSIONS OF THE PROGRAM INCREASE, WE FORESEE A NEED FOR MORE EXTENSIVE COORDINATION, ESPECIALLY IF THE GOH MOVES INTO NEW DIRECTIONS OF POLICY

ON POPULATION. ACCORDINGLY, WE FEEL IT WOULD BE USEFUL
TO ORGANIZE SOME FORM OF WORKSHOP AMONG ALL THE AGENCIES
INVOLVED IN THE HAITIAN PROGRAM, TO EXPLORE AND DETERMINE
HOW TO RATIONALIZE THE SHARED EFFORT MORE EFFECTIVELY.

26. NEXT WEEK WE EXPECT A VISIT BY CHARLES JOHNSON OF
AID/W (AA/PHA/POP). AFTER CONSULTING WITH HIM, WE
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MAY HAVE FURTHER COMMENTS OR PROPOSALS TO SUBMIT ON
THE QUESTIONS RAISED N THIS SECTION.
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